DOCUMENT RESUME

ED 355 890 HE 026 333

TITLE	A New Beginning for a New Century: Intercollegiate Athletics in the United States. Final Report.
INSTITUTION	Knight Foundation, Charlotte, NC. Commission on Intercollegiate Athletics.
SPONS AGENCY	Knight Foundation, Inc., Akron, Ohio.
PUB DATE	Mar 93
NOTE	19p.
AVAILABLE FROM	John S. and James L. Knight Foundation, One Biscayne Tower, Suite 3800, 2 South Biscayne Blvd., Miami, FL 33131-1803.
PUB TYPE	Reports - Evaluative/Feasibility (142)
EDRS PRICE	MF01/PC01 Plus Postage.
DESCRIPTORS	*College Athletics; Colleges; *Educational Change; Educational Equity (Finance); Educational Finance; Equal Education; Governance; Higher Education; *Intercollegiate Cooperation; *School Policy; Sex Differences; Universities
IDENTIFIERS	Athletic Abuses; *Athletic Administration; Knight Report on Intercollegiate Athletics

ABSTRACT

This document is the final report of a commission charged with developing recommendations towards reforming intercollegiate athletics. It summarizes the reforms already in place and the challenges still to be addressed. The opening section notes the dramatic change in public perception of college athletics that have taken place over the 3 years since reform work began. This section also describes the reforms from those years including primarily the broad acceptance of the "one-plus-three" model for intercollegiate athletics, in which the "one" (presidential control) would be directed toward the "three" (academic integrity, financial integrity and independent certification). This model was advanced as higher education's only real assurance that intercollegiate athletics could be grounded in the primacy of academic values, and it is noted that the National Collegiate Athletic Association legislation has put this model formally in place. This section also describes the challenges still to come, particularly the cost explosion in a period of financial constraint and requirements of gender equity. A final portion argues that presidents of institutions must remain vigilant if reform is to be maintained. Appended is a sample statement of principles for an institution of higher education regarding the institutional control of athletics. (JB)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED355890

A NEW BEGINNING FOR A NEW CENTURY

Intercollegiate Athletics In The United States

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Knight Foundation, Commission on Intercollegiate Athletics

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

FINAL REPORT OF THE

KNIGHT FOUNDATION

Commission On Intercollegiate Athletics

MARCH, 1993

HE026 333

BEST COPY AVAILABLE

Letter Of Transmittal

March 18, 1993

Mr. Lee Hills
Chairman
Board of Trustees
John S. and James L. Knight Foundation
2 South Biscayne Boulevard
Miami, FL 33131

Dear Mr. Hills,

On October 19, 1989, the Trustees of the John S. and James L. Knight Foundation, concerned that abuses in intercollegiate athletics threatened the integrity of higher education, created this Commission and directed it to propose a reform agenda for college sports. Following nearly 18 months of study, involving meetings with more than 90 athletes, educators, coaches, journalists and administrators, we submitted our recommendations in March 1991 in a report entitled Keeping Faith with the Student-Athlete: A New Model for Intercollegiate Athletics.

In that document and its successor, A Solid Start, *issued one year later, the Commission placed less emphasis on specific solutions for discrete abuses in college sports and more on establishing a structure for reform. We suggested what we called the "one-plus-three" model — presidential control directed toward academic integrity, financial integrity and independent certification — a kind of road map to guide academic officials as they grapple with difficult and complex problems in intercollegiate athletics. Our suggestions, confirmed by the thinking of the Executive Director and the Presidents Commission of the National Collegiate Athletic Association (NCAA), fell on fertile soil.*

Today, we are pleased to submit to you our final report, A New Beginning for a New Century, *confident that we have accomplished what we set out to do. Responding to our*

initiatives, the leaders of the nation's colleges and universities and the members of the NCAA have put reforms in place over the past three years that, in effect, establish the "one-plus-three" model.

We do not pretend that all of the problems of college sports are behind us. Human nature being what it is, athletics scandal will continue to leave its mark on some institutions. Moreover, the full effect of the reforms recently enacted will not be visible until the end of this decade. We are, however, confident that the "one-plus-three" model promises to curb abuse and offers a framework for addressing other pressing issues in intercollegiate athletics, including burgeoning costs and gender equity.

On behalf of the entire Commission, we express our appreciation to you and the members of the Foundation's board for your staunch support of this undertaking and your confidence in our ability to see it through. We also want to make special acknowledgment of the work of our staff director and his colleagues. Under the skilled leadership of Christopher Morris, the staff and consultants made splendid contributions to our effort.

Respectfully,

William C. Friday
Co-Chairman
President
William R. Kenan, Jr. Fund

Theodore M. Hesburgh, C.S.C.
Co-Chairman
President Emeritus
University of Notre Dame

John Biever

A New Beginning For A New Century

Tempted to believe the battle has been won because the framework is in place, presidents may turn their attention to other demands. That must not be allowed to happen. Optimism about the reforms must be tempered with realism. Reform is not a destination but a race without a finish.

A New Beginning For A New Century

"As our nation approaches a new century," the Knight Foundation Commission observed in 1991, "the demand for reform of intercollegiate athletics has escalated dramatically." Today, that escalating demand is being matched by accelerating reform. College and university presidents, along with the leaders and members of the National Collegiate Athletic Association (NCAA), have taken advantage of a swelling chorus for reform to make a new beginning in college sports. Although barely implemented today, the full effects of recent reforms will be visible as the 21st Century dawns.

The distance college sports have traveled in three short years can be measured by developments in public opinion. In 1989, pollster Louis Harris asked if big-time intercollegiate athletics were out of control. Across the United States, heads nodded in agreement: 78 percent of Americans thought that the situation was out of hand. In 1993, 52 percent of the public continued to agree. This significant 26-point decline represents how far college sports have come. The fact that about half of all Americans remain troubled represents the distance yet to go. Nevertheless, a new air of confidence is measurable and can be seen in other findings of the Harris survey: In 1989, nearly two-thirds of Americans believed state or national legislation was needed to control college sports; less than half feel that way today. Earlier negative views of the NCAA have turned into positive marks for its efforts to control excesses in college sports.

What accounts for the impressive turnaround in perceptions? The improvement is no accident, but a response to the highly visible pace of reform in recent years. Since 1989, college and university presidents, the members of the NCAA, and athletics leaders have addressed a single goal with singular concentration: restoring integrity to the games played in the university's name. They have created a structure of reform that can reshape the conduct, management and accountability of college sports. The new Harris poll tells us the American people are paying attention.

REFORMS OF RECENT YEARS

In 1991, this Commission proposed a new model for intercollegiate athletics, a kind of road map entitled "one-plus-three," in which the "one"— presidential control — would be directed toward the "three"— academic integrity, financial integrity and independent certification.

Such a model, this Commission believed, represented higher education's only real assurance that intercollegiate athletics could be grounded in the primacy of academic values. NCAA legislation in recent years has put this model in place.

These changes promise to reshape dramatically the environment for intercollegiate athletics. In 1989, the NCAA's Presidents Commission was tentative about how best to challenge the *status quo* in intercollegiate athletics. Established in 1984 as a compromise to a more ambitious effort to ensure presidential control of the NCAA, the Commission found itself five years later on the defensive. But by 1993, the Presidents Commission was in firm control of the Association's legislative agenda. Presidents Commission recommendations have dominated three successive NCAA conventions. With majorities of 3-1 or better, the Commission has pushed through preliminary cost reductions, new academic standards and an athletics certification program. Of even greater long-term significance, the 1993 legislation created an NCAA Joint Policy Board, made up of the Association's Administrative Committee and officers of the Presidents Commission, with authority to review the NCAA budget and legislative agenda and to evaluate and supervise the executive director. Presidential leadership is the hallmark of today's NCAA.

In 1989, student-athletes could compete in their first year of college if they had finished high school with a "C" average in 11 core academic subjects, along with combined Scholastic Aptitude Test scores of 700. This weak foundation, combined with lack of attention to academic progress, meant that, five years later, many student-athletes found themselves far short of a college degree. By 1995, eligibility to play in the freshman year will require a 2.5 high school grade point average ("C+" or "B-") in 13 high school academic units.* One year later the 13 units must include four years of English and one year each of algebra and geometry. Meanwhile, graduation rates for student-athletes are published annually and, effective this academic year, student-athletes must demonstrate continuous, satisfactory progress toward graduation: They are now required to meet annual benchmarks in both grades and coursework applicable to a specific degree. Academic integrity is being restored; student-athletes will now be students as well as athletes.

Three years ago, athletics finances were escalating beyond reason. Colleges and universities were in the midst of a kind of athletics arms race: Deficits mounted . . . the costs of grants-in-aid mushroomed . . . athletics budgets ballooned beyond institutional reach . . .

* Under a proposal adopted at the 1992 NCAA convention, initial eligibility requires that, by 1995, high school student-athletes present a 2.5 grade point average (out of a possible 4.0) in 13 core high school units, along with a combined SAT score of 700 (ACT score of 17) in order to compete in their first year of college enrollment. A sliding scale permits a higher aptitude test score to compensate for a lower grade point average, but no student-athlete can compete in the first year with SATs below 700 (ACT below 17), with a high school grade point average below 2.00, *or* with fewer than 13 of the core requirements.

and it was unclear who employed some "power" coaches, since their outside income often dwarfed university compensation. Today, the number of grants-in-aid for men in Divisions I and II of the NCAA has been reduced 10 percent; coaching staffs have been trimmed; athletics budgets are reviewed as part of a new certification process; cost containment is the subject of a major new study; and coaches must have annual written approval from their presidents for all athletically related outside income. Universities have made a start in restoring order to the financial side of the house of athletics.

George Tiedemann

Finally, in 1989, too many big-time athletics programs had succeeded in imposing on universities a great reversal of ends and means. They had, this Commission found, become self-justifying enterprises in which winning-at-all-costs had pushed aside the educational context of athletics competition. Beginning this Fall, each NCAA Division I institution will have to participate in a certification program once every five years. This program requires each institution to examine four key areas — institutional mission, academic integrity, fiscal integrity, and commitment to equity — and (the most important factor) permit an external jury of academic and sports peers to evaluate and verify its findings. The new program promises to align means and ends.

The certification process is the capstone of the reform movement and will remain one of the movement's genuine legacies. Because it involves the entire campus community in a detailed examination of athletics policy issues, certification embodies the standards and values befitting higher education. By calling for regular self-examination of every corner of big-time programs under the bright light of outside peer review, certification should curb abuse before it starts, instead of after the damage has been done.

Meanwhile, on campuses and in conferences across the country, athletics and academic leaders have drawn new energy from the reform movement. Often using the "one-plus-three" model as their lens, presidentially appointed task forces, trustees and athletics boards have examined again the goals and operations of their athletics programs.

CHALLENGES AHEAD

This progress is encouraging, but the struggle for reform is far from won. Winning that struggle is what the "one-plus-three" model is all about. Academic and athletics officials now possess a new framework within which to tackle the many problems of college sports:

- abuses in recruiting, the bane of the college coach's life;
- the compulsion of boosters to meddle in athletics decision-making;
- the search for television revenues and the influence of the entertainment industry on intercollegiate athletics;
- the relationships among high school, junior college, college and professional sports;
- the need to respect the dignity of the young men and women who represent the university on the playing field;
- the obligation to further strengthen academic standards so that the profile of student-athletes matches that of other full-time undergraduates in admissions, academic progress and graduation rates; and
- the imperative to meet the needs of minority student-athletes, particularly those from backgrounds of inner-city or rural poverty.

As this Commission's tenure draws to a close, two great issues, cost containment and gender equity, dominate athletics policy discussions. These are first-order questions, significant problems requiring the best thinking of the nation's university and athletics leaders. Part of their complexity lies in the fact they are intertwined: Costs should not be controlled at the price of rebuffing women's aspirations. Opportunities for women must be provided in the context of controlling outlays for athletics programs that already cost too much. The cost control and equity dilemmas have to be addressed together.

The Cost Explosion. Despite recent modest reductions in athletics expenses, the hard work of cost reduction lies ahead. Quite apart from athletics, American higher education entered the 1990s facing its bleakest financial prospects since World War II. All institutions, including most flagship public and private universities, are in the midst of harrowing financial reductions, often involving staff and faculty layoffs, enrollment ceilings, and the elimination of academic departments. In this environment, athletics

programs can expect no special immunity from the financial hardships facing the institutions they represent.

NCAA figures indicate that throughout the 1980s, athletics programs engaged in a financial arms race: Athletics costs grew twice as fast as academic salaries and three times faster than inflation. The urge to be nationally competitive, no matter the expense, assumed its own dynamic. Despite conventional wisdom, about 70 percent of Division I programs now lose money, many of them operating deeply in the red. It seems clear that athletics programs stand in need of the same kind of financial restructuring the larger academic community is already experiencing. On most campuses, athletics operating costs can be reduced substantially. But athletics programs will not disarm unilaterally. The active support of conferences and the NCAA is critical to effective cost control.

Gender Equity. Against the backdrop of the imperative for cost reduction, the unfinished agenda of equity for women also demands attention. Most campuses are struggling to meet the requirements of Title IX of the Education Amendments of 1972, even as case law defining those requirements is being made. In general, according to an NCAA study of gender equity study released in 1992, Title IX regulations call for accommodating the athletics interests of enrolled women, allocating financial assistance in proportion to the number of male and female participants, and making other benefits equivalent. Slowly, often in the face of opposition, opportunity for women to participate in intercollegiate athletics has become a reality.

Paul Berswell

But the opportunity is not truly equal. On many campuses, fans would be outraged if revenue-generating teams were expected to make do with the resources available to women. Even leaving out of the equation the major revenue-generating sports, football and men's basketball, women's programs generally operate on smaller budgets than men's. No matter the cause, the situation carries with it the threat of continued legal and Congressional scrutiny into whether young women are denied the benefits of participation in college sports.

The equity issue transcends athletics politics because it goes to the heart of what higher education is all about. Colleges and universities advance their intellectual

mission by placing a premium on fairness, equality, competition and recognition of merit. These values are as important in the department of athletics as they are in the office of the dean. Keeping faith with student-athletes means keeping faith with women as well as men. The goal to keep in mind is the imperative to create comparable opportunities for participants, whether men or women, while controlling costs.

A PROMISE AND A CHOICE

If that goal is to be reached, the "one-plus-three" model advanced by this Commission will be put to a severe test. Tempted to believe the battle for reform has been won because the framework is in place, presidents may turn their attention to other demands. That must not be allowed to happen. Presidential neglect of these issues is a sure formula for giving ground on the progress already made.

This Commission believes the reforms enacted to date represent some of the most encouraging developments in intercollegiate athletics since the NCAA was established in 1906. But optimism about the reforms and their potential must be tempered with realism. Reform is not a destination but a never-ending process, a race without a finish. That is why the new NCAA certification program is so significant. By requiring presidents, trustees, faculty members, athletics administrators and coaches to examine the integrity of their sports programs every five years, certification keeps the process alive.

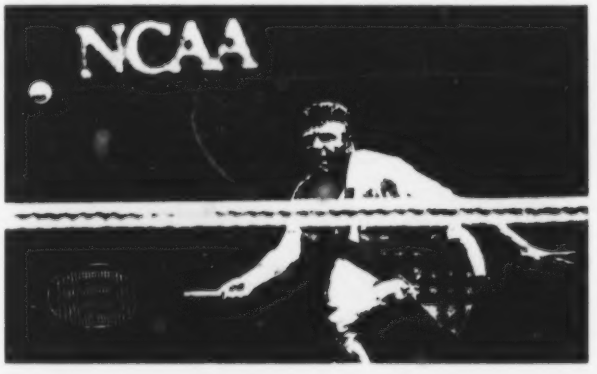
Maintaining the momentum for reform is important. The reforms of the last three years remain a promise yet to be kept: They will be implemented fully in 1995-96. This means that not a single student-athlete has yet entered and completed college under these changes. The first student-athletes to do so will graduate, at the earliest, in 1999. The certification program is ready to be launched, but it will not complete a full cycle of all Division I institutions before the 1998-99 school year. Making judgments today about the effects of these changes is premature; their real effects will appear at the end of the decade.

Moreover, no matter how deep-rooted reform is, it cannot transform human nature. Even with the new changes fully in place and working effectively, no one should be surprised when some institutions continue to be embarrassed by revelations about their athletics departments. People in college sports are like people everywhere: Most want to do the right thing; but some will try to skirt the rules, inevitably getting themselves, their associates and their institutions into trouble because, sooner or later, they will ignore the line dividing the acceptable from the unacceptable.

But realism should not give way to pessimism or cynicism. Cynics may dismiss the reform effort, but they do so at their own risk. Something fundamental has changed in

college sports. It is perhaps best illustrated by support for the Presidents Commission reform agenda from coaches, athletics directors, conference leaders and faculty representatives. Because not everyone is ready for reform, this support is far from universal; nevertheless, it is impressive.

What has changed fundamentally is the following: The institutional indifference and presidential neglect that led to disturbing patterns of abuse throughout the 1980s have been replaced with a new structure insisting on institutional oversight and depending on presidential leadership backed up by trustee support. The leaders and members of the NCAA now have a framework for meaningful reform if they have the will, the courage and the perseverance to use it.



Jim Cozad

Along with that framework come new responsibilities. It was once possible for college sports administrators on the one hand, and university presidents and trustees, on the other, to evade responsibility for the difficulties of intercollegiate athletics. Each side could plausibly claim the other possessed the authority to act. That claim no longer holds water. The "one-plus-three" model places authority exactly where it belongs both in the councils of the NCAA and on individual campuses. Presidents today possess the power they need and, with the backing of their trustees, the responsibility to act.

The presidents of the nation's colleges and universities have reached a kind of Rubicon, a point of decision, with regard to their athletics programs. They face a choice about how to proceed, a choice between business as usual and making a new beginning.

Business as usual in college sports will undermine American higher education. It leads inexorably to regulation of intercollegiate athletics by the courts or Congress. That is a consequence no one wants, but many, unwittingly, may invite.

The second choice strengthens American higher education. The Harris poll convincingly demonstrates that the American people respect college sports when they are grounded in the larger mission of the university. As the United States approaches a new century, the new beginning represented by a strong "one-plus-three" model promises to restore higher education's moral claim to the high ground it should occupy.

These choices and their consequences are what is at stake in the athletics reform movement. The final words of the members of the Knight Foundation Commission on Intercollegiate Athletics to the leaders of the nation's colleges and universities are an

echo from long ago. In 1929, the Carnegie Foundation for the Advancement of Teaching published a landmark study taking presidents to task for their failure to defend the integrity of higher education. There can be no doubt that presidents today have the opportunity to put that long-standing criticism to rest. A genuine assessment of the value of the current reform movement cannot be made by today's observers. The true test will be applied by historians of the future, because they will ask whether today's presidents employed their power wisely and chose well.

Creed C. Black
President, John S. and James L. Knight Foundation

Douglas S. Dibbert
General Alumni Association, University of North Carolina

John A. DiBiaggio
President, Tufts University

William C. Friday
President Emeritus, University of North Carolina

Thomas K. Hearn, Jr.
President, Wake Forest University

Theodore M. Hesburgh, C.S.C.
President Emeritus, University of Notre Dame

J. Lloyd Huck
Board of Trustees, Pennsylvania State University

Bryce Jordan
President Emeritus, Pennsylvania State University

Richard W. Kazmaier
President, Kazmaier Associates

Donald R. Keough
President, The Coca-Cola Company

Martin A. Massengale
President, University of Nebraska

The Honorable Tom McMillen
Former Member of Congress

Chase N. Peterson
President Emeritus, University of Utah

Jane C. Pfeiffer
Former Chair, National Broadcasting Company

A. Kenneth Pye
President, Southern Methodist University

Richard D. Schultz
Executive Director, National Collegiate Athletic Association

R. Gerald Turner
Chancellor, University of Mississippi

LeRoy T. Walker
President, United States Olympic Committee

James J. Whalen
President, Ithaca College

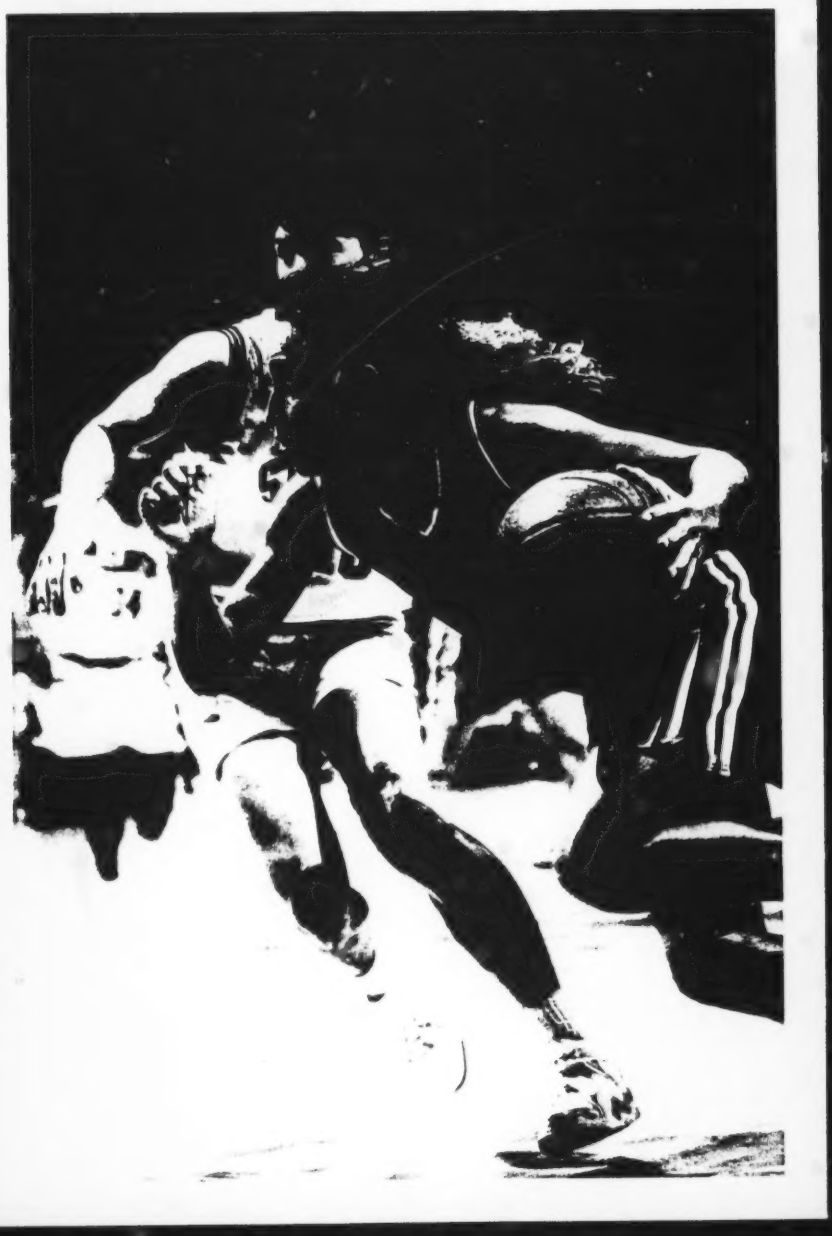
Charles E. Young
Chancellor, University of California, Los Angeles

The Knight Commission on Intercollegiate Athletics and the John S. and James L. Knight Foundation want to express their appreciation for the contributions of three distinguished educators who resigned from the Commission following their appointment by the President of the United States:

Honorable Lamar Alexander
President of the University of Tennessee
(appointed Secretary of Education by President Bush in December 1990)

Honorable Donna E. Shalala
Chancellor, University of Wisconsin-Madison
(appointed Secretary of Health and Human Services by President Clinton in January 1993)

Honorable Clifton R. Wharton, Jr
Chairman and CEO, TIAA-CREF
(appointed Deputy Secretary of State by President Clinton in January 1993)



Statement of Principles

Statement of Principles

Preamble: This institution is committed to a philosophy of firm institutional control of athletics, to the unquestioned academic and financial integrity of our athletics program, and to the accountability of the athletics department to the values and goals befitting higher education. In support of that commitment, the board, officers, faculty and staff of this institution have examined and agreed to the following general principles as a guide to our participation in intercollegiate athletics:

I. The educational values, practices and mission of this institution determine the standards by which we conduct our intercollegiate athletics program.

II. The responsibility and authority for the administration of the athletics department, including all basic policies, personnel and finances, are vested in the president.

III. The welfare, health and safety of student-athletes are primary concerns of athletics administration on this campus. This institution will provide student-athletes with the opportunity for academic experiences as close as possible to the experiences of their classmates.

IV. Every student-athlete — male and female, majority and minority, in all sports — will receive equitable and fair treatment.

V. The admission of student-athletes — including junior college transfers — will be based on their showing reasonable promise of being successful in a course of study leading to an academic degree. That judgment will be made by admissions officials.

VI. Continuing eligibility to participate in intercollegiate athletics will be based on students being able to demonstrate each academic term that they will graduate within five years of their enrolling. Students who do not pass this test will not play.

VII. Student-athletes, in each sport, will be graduated in at least the same proportion as non-athletes who have spent comparable time as full-time students.

VIII. All funds raised and spent in connection with intercollegiate athletics programs will be channeled through the institution's general treasury, not through independent groups, whether internal or external. The athletics department budget will be developed and monitored in accordance with general budgeting procedures on campus.

IX. All athletics-related income from non-university sources for coaches and athletics administrators will be reviewed and approved by the university. In cases where the income involves the university's functions, facilities or name, contracts will be negotiated with the institution.

X. Annual academic and fiscal audits of the athletics program will be conducted. Moreover, this institution intends to seek NCAA certification that its athletics program complies with the principles herein. This institution will promptly correct any deficiencies and will conduct its athletics program in a manner worthy of this distinction.

Acknowledgements

STAFF

Christopher "Kit" Morris
Staff Director

Maureen Devlin
Associate Director

Roger Valdiserri
Executive Assistant to Fr. Hesburgh

Bryan Skelton
Administrative Assistant

CONSULTANTS

Jack Griffin
Hill & Knowlton, New York, N.Y.

Louis Harris
LH Research, New York, N.Y.

James Harvey
Harvey & Associates, Washington, D.C.

Tom Ross
Hill & Knowlton, New York, N.Y.

FOR ADDITIONAL COPIES OF
A New Beginning For A New Century
OR THE KNIGHT COMMISSION'S PREVIOUS REPORTS,
Keeping Faith With The Student-Athlete
AND
A Solid Start

KNIGHT FOUNDATION
Commission On
Intercollegiate Athletics

POST OFFICE BOX 34769
CHARLOTTE, NORTH CAROLINA 28234-4769
704/376-8124

AFTER JUNE 1, 1993:

JOHN S. AND JAMES L. KNIGHT FOUNDATION
ONE BISCAYNE TOWER, SUITE 3800
2 SOUTH BISCAYNE BOULEVARD
MIAMI, FLORIDA 33131-1803
305/539-0009

19